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ABSTRACT

This pamphlet outlines activities that the British government has undertaken to provide equality of opportunity to ethnic minorities. Background information is provided through an overview of immigration trends which describes racial and regional distributions of minority groups. Legislation concerning race relations and discrimination is summarized. Descriptions of the Race Relations Act of 1976, the Commission for Racial Equality, the Incitement to Racial Hatred Act, the Race Relations Board and the Community Relations Commission, Community Relations Councils, and early racial legislation are provided. Social policies enacted for the benefit of racial and ethnic minorities are outlined. The policy areas include housing, health, education, employment, media, and police relations. Immigration statistics and listings of departments and organizations concerned with immigration and race are appended. (MK)

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Race Relations in Britain

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CONTENTS

	Page
INTRODUCTION	1
BACKGROUND TO IMMIGRATION	2
Numbers and Distribution of Ethnic Minorities	3
Regional Distribution	5
RACE RELATIONS LEGISLATION	6
Race Relations Act 1976	6
Commission for Racial Equality	9
Incitement to Racial Hatred	10
Earlier Race Relations Legislation	11
Work of the Race Relations Board and the Community Relations Commission	13
Community Relations Councils	16
ETHNIC MINORITIES IN SOCIETY	18
Housing	19
Health and Personal Social Services	21
Education	23
Employment	27
Broadcasting and the Press	33
Relations between the Police and Ethnic Minorities	34
RESEARCH AND INFORMATION	37
APPENDICES	39
1. Immigration Statistics	39
2. Departments and Organisations Concerned with Immigration and Race Relations	41
READING LIST	43

INTRODUCTION

SOME 3·3 per cent of the population of Britain[1]—nearly 1·8 million in mid-1976—are estimated to be of New Commonwealth[2] and Pakistani ethnic origin, nearly 40 per cent of them having been born in Britain. Immigrants started to enter the country from other parts of the Commonwealth after 1950, many in response to employment opportunities in Britain which were absent in their own countries. They now make an important contribution to the economy, working in industry, the public services and as members of the professions, and have introduced greater diversity into the cultural life of the country. Although as Commonwealth citizens they enjoy full political and civic rights, being eligible to vote and stand as candidates in local government and parliamentary elections, to sit on juries and serve as magistrates, many suffer from economic and social disadvantages. Particularly in the case of those born overseas this can be partly attributed to the fact that they are relative newcomers and, lacking the skills needed in an industrial society, many have taken low-status jobs often in poor environments in the older industrial towns. Another factor, the extent of which is difficult to determine, is that of racial discrimination.

The Government's policy is that immigrants and their children should enjoy equality of opportunity with the rest of the population in every possible way. Legislation against racial discrimination provides a framework for safeguarding the rights of ethnic minorities, and a variety of measures taken by central and local government and by voluntary organisations are designed to promote good race relations and alleviate the disadvantages and difficulties that they may experience. The objective is that all people in Britain, regardless of race, should be able to live and work together in an atmosphere of mutual trust and tolerance. This pamphlet outlines some of the activities being undertaken towards this end.

[1]In this pamphlet the terms Britain and the United Kingdom are used synonymously to mean England, Wales, Scotland and Northern Ireland together. Great Britain comprises England, Wales and Scotland.

[2]As distinct from the 'old' Commonwealth countries of Canada, Australia and New Zealand which were members of the Commonwealth from the time of the Statute of Westminster in 1931.

BACKGROUND TO IMMIGRATION

BRITAIN has a long tradition of immigration. In the last 500 years a variety of people have settled in the country, some to avoid political or religious persecution, others seeking a better way of life and an escape from poverty. Huguenots (French Protestants) settled in Britain in the seventeenth century as did Jews from Europe in the nineteenth; Irishmen have long made their homes in Britain; political refugees from Nazi Germany came before the second world war (1939–45) and after the war large numbers of refugees and displaced persons entered Britain to start a new life.

Immigration on a considerable scale from the West Indies, India and Pakistan[1] (including what is now Bangladesh) began in the 1950s when immigrants came to Britain seeking better employment opportunities than existed in their own countries. Some of those who came from the West Indies had been in Britain during the second world war serving in the Royal Air Force or working as skilled craftsmen in factories on Merseyside. Their numbers accelerated after the United States Congress passed the McCarran–Walter Act in 1952 to restrict West Indian migration to the United States, which had formerly been an outlet, especially for Jamaican migrants. Although immigrants have come to Britain from all of the widely scattered Caribbean islands in the Commonwealth, as well as the mainland territories of Guyana and Belize, nearly 60 per cent are from Jamaica. English is their mother tongue and they were brought up to regard Britain as their mother country.

Immigration from India and Pakistan began a little later than that from the West Indies and reached its peak in 1961 and 1962. Among the Asians there is a great diversity of religions, language and culture. Of Indians in Britain, Sikhs are the most strongly represented group; many have come from the Punjab and speak Punjabi. Most of the other Indian immigrants are Hindus or Moslems; many of them came from Gujarat and speak Gujarati. A small minority are Christians. Many of those of Asian origin from East Africa (including the 28,000 expelled from Uganda in 1972) are also Gujarati—many of them descendants of Indians who migrated to East Africa as traders or merchants or to work in railway construction. Those who have come to Britain from Bangladesh speak Bengali and those from Pakistan, Urdu and other languages, but they have the Moslem religion in common.

According to one estimate,[2] some two-fifths of the adult Asians speak English only slightly or not at all, Pakistanis being the least fluent. Younger Asians are likely to be more fluent than older, fewer Asian women than men speak any English and Pakistani women are the group least likely to speak English.

During the 1950s Commonwealth citizens were free to enter Britain as they

[1] The former Commonwealth country of Pakistan consisted of two separate parts, East and West Pakistan. In 1971 East Pakistan became the new state of Bangladesh and in January 1972 Pakistan (formerly West Pakistan) withdrew from the Commonwealth. In April 1972 Bangladesh became a member of the Commonwealth.

[2] *The Facts of Racial Disadvantage. A National Survey* by David J. Smith (see Reading List).

wished, but in 1962 legislation was passed to restrict their numbers to a level the country could absorb both economically and socially.[1] Further restrictions became necessary in 1968 and entry is now controlled by the Immigration Act 1971 which came into force in January 1973. It was often the practice for heads of households to go to Britain first and for families to join them when they were established. Most West Indian families are now reunited but dependants are still arriving from Asia. New immigration now consists almost entirely of dependants of people already settled in Britain, of United Kingdom passport holders (mainly from East Africa and India) who have no other citizenship and to whom Britain has a special commitment, and of people accepted for settlement by reason of marriage.

Numbers and Distribution of Ethnic Minorities

Census of population statistics in Britain are not collected on the basis of colour, race or ethnic origin but in terms of birth place and parents' place of birth. This gives rise to difficult statistical problems if estimates of the size and characteristics of different ethnic groups are to be made. From data obtained from the 1971 Census[2] the Office of Population Censuses and Surveys (OPCS) has published estimates of the size, characteristics and distribution of people of 'New Commonwealth and Pakistani ethnic origin', that is people born in all countries of the Commonwealth, except Australia, Canada and New Zealand, who are not of United Kingdom descent, plus children born in Great Britain to parents of New Commonwealth ethnic origin, including children with only one such parent. An estimate of the population of New Commonwealth ethnic origin includes, therefore, people of Mediterranean Commonwealth origin—from Cyprus, Gibraltar, Malta and Gozo—who, although forming a distinguishable cultural group, are not considered to be 'coloured'. The following data referring to the characteristics of the population of New Commonwealth ethnic origin include, except where stated, those from the Mediterranean New Commonwealth, who, as can be seen from Table 1, make up nearly 10 per cent of the total. The total population of New Commonwealth ethnic origin of 1,771,000 in 1976 comprised 3·3 per cent of the resident population of Great Britain while the estimated 'coloured' population of 1,612,000 was 2·8 per cent. The percentages of the coloured population from the various parts of the New Commonwealth in 1971 and 1976 was as follows:

	Mid-1971	Mid-1976
American New Commonwealth	45	37
India	25	24
Pakistan and Bangladesh	14	15
African Commonwealth		
African origin	6	6
Asian origin	6	10
Other New Commonwealth in Asia and Pacific	5	7

In 1971, 35 per cent of those of New Commonwealth ethnic origin had been

[1]For an outline of the system of immigration control see COI reference paper *Immigration into Britain*, R5976.

[2]*Census 1971, Great Britain: Country of Birth Tables*, HMSO, 1974.

born in Britain; by mid-1976 this percentage had risen to 40. In 1971, 45 per cent of those from the West Indies had been born in Britain, 32 per cent from India, 20 per cent of those from Africa and 23 per cent of those from Pakistan and Bangladesh. The fact that a lower proportion of people from India, Pakistan and Bangladesh had been born in Britain reflects the fact that migration from these areas was more recent than that from the West Indies. The Census also showed a preponderance of men over women, particularly from India, Pakistan and Bangladesh; this reflected the tendency for young adult males to migrate from these countries or for heads of households to arrive in Britain alone to be joined later by their dependants.

The age structure of the coloured population contrasts markedly with that of the indigenous population, having a much larger percentage in the lower age groups and relatively few in the higher age groups. Moreover, in 1971, the coloured population had a younger age structure than in 1961 as a result of the birth of children in Britain to immigrants in the family-building age groups. In 1971, 41 per cent of the coloured population were under 15 and only 1 per cent over 65 compared with 24 per cent under 15 and 13 per cent over 65 in the indigenous population. Statistics of births to overseas-born

Table 1

ESTIMATED POPULATION OF NEW COMMONWEALTH AND PAKISTANI ETHNIC ORIGIN, MID-1971 AND MID-1976: GREAT BRITAIN*

Thousands

Ethnic origin	Elements of population change				
	Mid-1971	Births	Deaths	Net migration	Mid-1976
Indian	307	62	−7	28	390
Pakistani (including Bangladesh)	171	43	−3	35	246
African Commonwealth					
African origin	69	16	−1	13	97
Asian origin	68	9	−1	84	160
American Commonwealth†	553	64	−8	−5	604
Mediterranean Commonwealth	140	18	−3	4	159
Remainder New Commonwealth‡.. ..	63	17	−1	36	115
Total New Commonwealth and Pakistani	1,371	229	−24	195	1,771

*The population of New Commonwealth and Pakistani ethnic origin is defined to be all residents of Great Britain born in the New Commonwealth or Pakistan but not of United Kingdom descent, together with their children born there. Children of mixed descent (that is, with only one parent born in the New Commonwealth or Pakistan) are included in this table.

†West Indies, Guyana and Belize.

‡People from Sri Lanka, Hong Kong, Malaysia, Singapore and other Commonwealth territories in Asia and in the Pacific.

mothers have been collected only since April 1969. They show that there has been a decline in the total number of births to mothers born in the New Commonwealth and Pakistan since that date.

Regional Distribution

Immigrants settled mainly in urban areas where opportunities for employment were greatest. Of the total population of New Commonwealth ethnic origin in 1971, 98 per cent were found in England, concentrated mainly in five regions: the South East (57 per cent), the West Midlands (16 per cent), the North West (7 per cent), Yorkshire and Humberside (7 per cent) and the East Midlands (6 per cent). In the South East and the West Midlands where the concentration was most marked the population of New Commonwealth ethnic origin made up 5 per cent and 4·7 per cent of the resident population respectively. Concentrations of particular ethnic groups also occur, for example, four-fifths of West Indians were found in the South East (62 per cent) and the West Midlands (17 per cent). Just under half the population of Indian origin was in the South East, a further quarter in the West Midlands and small proportions in Yorkshire and Humberside, the East Midlands and the North West. Pakistanis, however, were more evenly distributed among the main regions of settlement, one-third living in the South East, one-fifth in the West Midlands, one-fifth in Yorkshire and Humberside and one-seventh in the North West. People born in the New Commonwealth accounted for some 6·4[1] per cent of the population of Greater London in 1971, the highest proportions being in the inner London boroughs and in West London in Brent and Ealing. The 1971 Census also showed that in ten of the new county districts outside London persons born in the New Commonwealth accounted for over 4 per cent of the population of the district (Slough 8·6 per cent, Leicester 8·2, Wolverhampton 7·5, Birmingham 6·3, Luton 5·2, Bradford 4·9, Sandwell—previously Warley and West Bromwich—4·7, Coventry 4·5, Bedford 4·4 and Reading 4·3).[1] There are, however, neighbourhoods within these districts and the London boroughs where ethnic minorities represent a higher proportion, amounting in some cases to a majority, of the population.

[1]These figures do not include children of New Commonwealth ethnic origin born in Great Britain but do include people of United Kingdom descent born in the New Commonwealth.

RACE RELATIONS LEGISLATION

POLICIES for promoting equality of opportunity among ethnic minorities are carried out within a framework of legislation designed to protect them from discrimination.

Race Relations Act 1976

New legislation, the Race Relations Act 1976, came into force on 13 June 1977. The Act strengthens the previous legislation, the Race Relations Acts 1965 and 1968, and makes racial discrimination unlawful in employment, training and related matters, in education, in the provision of goods, facilities and services, and in housing. It extends the previous law to cover discrimination by private clubs. The Act also applies to discriminatory advertisements and makes the exertion of pressure to discriminate, and aiding discrimination, unlawful. It gives people who consider they have been discriminated against direct access to legal remedies in civil courts and industrial tribunals for the first time. It also strengthens the criminal law against incitement to racial hatred by an amendment to the Public Order Act 1936.

The Commission for Racial Equality has been established under the new Act to help enforce the legislation and promote equal opportunity and good relations between racial groups.

The Act follows closely the form of the Sex Discrimination Act 1975, thus bringing into line the legislation against racial and sex discrimination. Like the previous law it applies throughout Great Britain but not in Northern Ireland.

Definition of Unlawful Discrimination

The Act defines two kinds of conduct which constitute racial discrimination: *direct discrimination*, which means treating a person less favourably than others on grounds of colour, race, nationality (including citizenship) or ethnic or national origins; and *indirect discrimination*, which makes unlawful the application of requirements or conditions which—though formally neutral—are discriminatory in their effect on a particular racial group and cannot be shown to be justifiable.

The definition of discrimination extends also to the *victimisation* of a person because he has asserted his rights under the legislation or has been involved in its enforcement. Victimisation arises where a person treats a person less favourably than others on the grounds that he has brought proceedings, given evidence or made allegations under the Act.

Employment

A wide range of employment and related matters are covered by the Act. It is unlawful for an employer to discriminate in the recruitment of new employees or in his treatment of existing employees, for example, in promotion, training, transfer and dismissal. The employment provisions also deal with discrimination against contract workers; by trade unions and employers' associations; by partnerships (other than those with five or fewer partners); in the granting of licences or other qualifications which facilitate the carrying on of a par-

ticular trade or occupation; by employment agencies; and by certain bodies in the training field. The Act applies equally to employment by public and private bodies, for example, employment in Government departments, in the armed forces and in the police service; the employment training services provided by the Manpower Services Commission fall within the scope of the Act.

There are certain limited exceptions, however. These relate to employment in private households; where belonging to a particular racial group is a qualification for a particular job; and in employment and training for people from overseas who come to Britain to learn skills which they will return to their own countries to use. Although the exception in the Race Relations Act 1968 permitting limited discrimination in the employment of seamen resident in Great Britain is repealed, the 1976 Act does allow discrimination in the terms and conditions under which seamen recruited overseas are employed.

There are, in addition, several general exceptions to take account of the special needs of particular racial groups. Employers and vocational training bodies may provide access to training facilities to particular racial groups for work in which comparatively few members of those groups have hitherto been employed and may encourage people from these groups to take advantage of opportunities of such work. Similarly such organisations as trade unions and employers' and professional organisations may provide facilities to encourage members of particular racial groups hitherto inadequately represented to become members or to provide training that will help fit them to hold posts in such organisations.

Education

Discrimination is unlawful in connection with admission to and the provision of facilities in educational establishments, whether in the public or private sectors. An obligation is placed on local education authorities to ensure that education facilities and any ancillary services and benefits for which they are responsible—for example, the award of discretionary grants—are provided without discrimination. The powers of the education ministers to intervene under the Education Acts where an authority has not exercised its duties reasonably are extended by the Race Relations Act 1976 to racial discrimination.

Goods, Facilities, Services and Housing

It is unlawful to discriminate in the provision to the public or a section of the public of goods, facilities and services and in the disposal and management of premises. The following are examples of the facilities and services to which the Act applies: access to and use of any place which members of the public are permitted to enter; accommodation in a hotel or similar establishment; facilities such as banking, insurance, grants, loans or credit; facilities for entertainment, recreation or refreshment; transport and travel facilities; and the services of any profession or trade or of any local or public authority. In the disposal of premises—including land, houses, flats and business premises—it is unlawful to discriminate in letting, in connection with waiting lists, in the treatment of occupiers of premises or in eviction. An exception is made in the case of an owner-occupier who does not use an estate agent or advertise

to dispose of the property and in the case of small dwellings provided that the person disposing of the property, or a near relative, lives and intends to continue to live there.

The provisions of the Act do not apply to anyone taking children or adults into their home under fostering or boarding-out arrangements.

Clubs and Associations

Under the Race Relations Act 1976 the law is extended to discrimination by clubs and associations with 25 or more members in the selection of new members and in the treatment accorded to existing members. An exception is made, however, for discrimination—though not for discrimination on grounds of colour—by a club or association whose main object is to confer benefits on a particular racial group or on a group defined otherwise than by colour or race.

Advertisements

In the case of advertisements it is unlawful for a person to publish or place for publication an advertisement or notice which indicates the intention to discriminate. Advertisements referring to exceptions made by the Act are not considered discriminatory, for example, those where membership of a particular racial group is a genuine occupational qualification or where employment outside Great Britain is advertised.

Instructions or Pressure to Discriminate

It is unlawful for a person who has authority over or influence with another to instruct that person to discriminate or for a person to induce or attempt to induce another person to carry out an unlawful act.

General Exceptions

Apart from those already referred to, general exceptions also relate to charities and sport and to meet the special needs of certain groups in education, training and welfare. The Act does not apply to charitable instruments which confer benefits on members of a particular racial group defined otherwise than by reference to colour. In the case of sport, nationality, place of birth or residence requirements may be made in connection with participation in sports or games (for example, in selecting a person for a team). The special needs of particular racial groups may be met as regards education, training or welfare by permitting access to facilities to be restricted or to be allocated first to members of a particular racial group. Similar arrangements may be made to permit education or training to be provided for people going to Britain on a temporary basis.

Enforcement

Provisions for enforcing the Act combine arrangements for individuals to have access to legal remedies with powers given to the Commission for Racial Equality to enforce the law in the public interest.

People who consider they have been discriminated against have the right to institute proceedings in a designated county court, or in Scotland in a sheriff court, or in the case of employment matters, in an industrial tribunal.

In the case of educational bodies over which the education ministers have powers of direction under the Education Acts, complaints must first be made to the ministers concerned who, within a period of two months, investigate the complaint and consider using their powers. To help a person who considers he or she may have been discriminated against to decide whether to institute proceedings and, if so, how to present the complaint in the most effective manner, there is a procedure whereby standard forms are available on which the aggrieved person may put questions to the respondent about the reasons for the treatment or about any other matter which may be relevant, and on which the respondent can reply. The main purpose of this is to establish as far as possible both the facts of the grievance and the reasons why the respondent took the action complained of. In some cases the exchange of information may show the complaint to have been groundless or based on a misunderstanding; in others it may result in a settlement so that legal proceedings are unnecessary. Although there is no formal machinery for conciliation, prospective litigants are expected to settle cases without recourse to the courts wherever possible. If proceedings are taken the remedies available from the courts are damages (including damages for injured feelings), a declaration of the rights of the parties, or an injunction (or an order from a sheriff court) to perform, or not to commit, specified acts. The judge in a county court in England and Wales or the sheriff in Scotland is normally assisted by two assessors appointed because of their special knowledge and experience of race relations matters.

There is a right of appeal against the decision of the court, and legal advice and assistance and legal aid are available for people whose income is below certain limits. Normally a complaint must be made within six months of the date of the act complained of; this is extended by two months when an education minister has been involved.

In the case of complaints of discrimination in the employment field the complaint is first referred to a conciliation officer of the independent Advisory, Conciliation and Arbitration Service who considers whether he can help the parties to reach a settlement without the need for a tribunal hearing. Where the tribunal is satisfied that unlawful discrimination has occurred it may make an order declaring the rights of the parties, recommend a particular course of action, or award compensation (which can also cover injured feelings). A complaint must normally be brought within three months of the act complained of.

Commission for Racial Equality

A central role in enforcing the legislation is played by the Commission for Racial Equality whose responsibilities are defined as: to work towards the elimination of discrimination; to promote equality of opportunity and good relations between different racial groups; and to keep under review the working of the Act. The commission has wide-ranging powers, including the power to make formal investigations for any purpose connected with its duties. The commission may carry out an investigation on its own initiative or may be required to do so by the Home Secretary or the Secretary of State for Scotland. Terms of reference are drawn up and the commission is empowered in certain circumstances to require persons to give evidence and to produce

relevant documents. When an investigation is completed the commission prepares a report which is either published or made available for inspection (when an investigation is instigated by the Secretary of State the report is published). As a result of its investigation the commission may recommend to any person changes in practices or procedures in order to promote equality of opportunity and good race relations. It may also, if it is satisfied that unlawful discriminatory practices have occurred, serve a non-discrimination notice (enforceable in the courts by way of an injunction or order) on the person concerned requiring that such practices cease. The recipient of such a notice must inform the commission of changes made in his practices as a result. A notice may not be served on a person unless the commission has told him of its intention to do so after which he has 28 days to make representations which the commission considers. After a notice is served the recipient has six weeks to appeal against its requirements.

The commission has sole responsibility for the enforcement of such unlawful acts as discriminatory advertising; discriminatory practices in which indirect discrimination may occur though there is no identifiable victim; and pressure and instructions by one person to another to discriminate. The Act also empowers it, at its discretion, to assist individuals with complaints in certain circumstances, for example, in cases which it considers raise questions of principle or cannot, because of their complexity or the applicant's position, be left to the applicant.

The commission has a major educational function by giving advice on better practices and in attempting to change public attitudes to give reality to the principle of equal opportunity. This includes, for example, issuing codes of practice in the employment field. It will have a general responsibility of advising the Government on the working of the Act.

It also has the responsibility for supporting and co-ordinating the work of local community relations councils (see below) and other bodies and may give financial or other assistance to any organisation which is concerned with promoting equality of opportunity and good race relations.

The commission consists of a chairman and not more than 14 other members appointed by the Home Secretary after consultation with the other ministers concerned. The racial minorities are represented and the first chairman is Mr David Lane, former Home Office minister and Member of Parliament. The commission's headquarters is in London (see list of addresses) and it has regional offices in Birmingham, Leeds, Leicester and Manchester.

Incitement to Racial Hatred

The Act strengthens the criminal law on incitement to racial hatred by inserting a new clause into the Public Order Act 1936 which makes it a criminal offence to publish or distribute written matter, or use in any public place or at any public meeting language which is threatening, abusive or insulting in circumstances in which it is likely that racial hatred will be stirred up. It is no longer necessary for the prosecution to prove a subjective intention to stir up racial hatred on the part of the person accused as it was under the Race Relations Act 1965 which previously covered the offence. Exceptions are made, however, for fair and accurate reports of judicial and parliamentary

proceedings and it is a defence for a publisher or distributor of such material to show that he was not aware of its content and that he did not suspect it to be of a threatening, abusive or insulting nature. The offence is punishable by fine and/or imprisonment and in England and Wales no prosecution may be brought except by, or with the consent of, the Attorney General.

Earlier Race Relations Legislation

The first legislation in Britain intended to combat racial discrimination was the Race Relations Act 1965 which made it unlawful to discriminate in certain places of public resort. The Government announced its intention to extend legislation against discrimination in 1967 after the publication of reports by the Race Relations Board (first established under the 1965 Act) and the independent research body, Political and Economic Planning, which indicated the incidence of discrimination, particularly in employment and housing. A further report of a working group chaired by Professor Harry Street made proposals for extending the 1965 Act to cover housing, employment, all places of public resort and all services offered to the public. The Race Relations Act 1968, therefore, made it unlawful to discriminate on grounds of colour, race or ethnic or national origins in the provision of goods, facilities or services and in employment and housing. It also made unlawful advertisements of a discriminatory nature. The Act provided for conciliation machinery in the form of a reconstituted Race Relations Board, its regional conciliation committees and suitable bodies within industry to investigate complaints brought by individuals. If it was established that unlawful discrimination had occurred an attempt was made to secure a settlement of the differences and an assurance against further discriminatory behaviour. Only when conciliation failed were court proceedings taken by the board which could claim damages on behalf of the complainant, or an injunction restraining any further unlawful conduct. The other body set up under the Race Relations Act 1968 was the Community Relations Commission whose main function was to encourage the establishment of harmonious community relations and to co-ordinate on a national basis measures taken by others.

Although it was acknowledged that the effectiveness of the Act had been particularly marked in virtually removing discriminatory notices and advertisements from shop windows and newspapers, that there were strong reasons to believe that discrimination in services and places of public resort had greatly diminished and that some beneficial effects could be seen in the fields of employment and housing—ethnic minorities were moving into more desirable jobs, for example, and discriminatory conditions were being removed from tenancy agreements—the Race Relations Board considered that there were other positions, particularly skilled manual and supervisory and managerial jobs, to which coloured people did not have equal access; neither did coloured people have equality of access to all types of housing accommodation. Studies undertaken to assess the extent and ascertain the nature of discrimination confirmed this view. A research project carried out by Political and Economic Planning and financed by the Home Office and the Gulbenkian Foundation included research into employment practices and policies and surveys into housing policy. One of the four reports (see Reading List) based on the survey, *The Extent of Racial Discrimination*, published in

1974, came to the conclusion that discrimination remained against West Indians and Asians when applying for jobs and accommodation although it had decreased since the period before the Race Relations Act 1968. At the same time, however, the final report, *The Facts of Racial Disadvantage*, published in March 1976, while showing that many members of minority groups were at a disadvantage in terms of the level of their job or the quality of their housing, found that minorities did not regard racial discrimination as their major difficulty in making a life in Britain but saw themselves as relative newcomers in a country where prices were rising and jobs hard to get. Only a small proportion of Asians and West Indians—between 10 and 15 per cent—believed that they had personally encountered discrimination.

Proposals to strengthen the Race Relations Act 1968 were outlined in a Government White Paper *Racial Discrimination* (see Reading List), published in September 1975. They included the extension of the definition of unlawful discrimination; the strengthening of the legislation in areas similar to those covered by the Race Relations Act 1968; the introduction of the right of people who considered they had been discriminated against to have direct access to legal remedies in courts and tribunals instead of the investigation of complaints by the Race Relations Board; and the replacement of the Race Relations Board and the Community Relations Commission by a new commission to identify and eliminate discriminatory practices and promote equal opportunity.

In a debate in the House of Commons on the second reading of the new Race Relations Bill in April 1976 the then Home Secretary, Mr Roy Jenkins, said that the promotion of equal opportunity, accompanied by cultural diversity in an atmosphere of mutual tolerance, was the central objective of Government policy on race relations. He said that the character of Britain's coloured population had altered since the introduction of the first race relations legislation in 1965 when less than one-quarter of the coloured population was born in Britain and a substantial number were fairly recent arrivals. By contrast, by mid-1976, about two-fifths of the coloured population had been born in Britain. The first principle on which the Government's policy was based was the recognition that the vast majority of the coloured population would remain permanently in Britain and that an increasing proportion belonged to Britain in the fullest sense of being born and educated in the country as fellow citizens. The second principle was that members of Britain's racial minorities were entitled to full and equal treatment regardless of their colour, race or national origins. Racial discrimination and the disadvantages experienced by sections of the community were morally repugnant to a civilised and democratic society, and were also a form of economic and social waste. They were a source of individual injustices for which there should be effective legal remedies. The third principle was that there was a clear limit to the amount of immigration which Britain could absorb, and that it was in the interests of the racial minorities themselves to maintain a strict control over immigration. Only two substantial sources of Commonwealth immigration remained—the close dependants of immigrants settled in Britain and United Kingdom passport holders from East Africa. The fourth principle of Government policy was that, although effective legislation against racial discrimination was a necessary condition of equal oppor-

tunity and good race relations, it was not in itself a sufficient or complete condition. The success of legislation depended upon the leadership of Government and Parliament and upon the response of society as a whole. A wide range of administrative and legislative measures was needed to give practical effect to the objectives of the law.

Mr Jenkins said that after ten years' experience of race relations legislation the Government was in a better position to remedy its defects, partly because of its better understanding of the problems and partly because of the efforts of the Race Relations Board and the Community Relations Commission to make the legislation work. These two bodies had been valuable sources of information, advice and constructive criticism—their tasks had been considerable and their achievements real. Yet both bodies had drawn attention to the inability of the existing legislation to deal with discrimination, especially in employment and housing, and to a lack of confidence of minority groups in the utility of the law.

The Race Relations Act 1976 received the Royal Assent in November 1976 and came into force in June 1977.

Work of the Race Relations Board and the Community Relations Commission

With the establishment of the Commission for Racial Equality in June 1977 under the Race Relations Act 1976 the Race Relations Board and the Community Relations Commission ceased to exist. Both bodies have made major contributions to the promotion of equal opportunity and have undertaken important educational and advisory work—in the case of the Race Relations Board as a means of reinforcing the impact of the race relations legislation on behaviour and, in the case of the Community Relations Commission, as part of its broad objective of promoting harmonious community relations.

Race Relations Board

In its final report covering the period January 1975 to June 1976 the board gave particulars of the complaints received and disposed of during the period under review. In the 18-month period a total of 1,697 complaints were received by the board and 121 investigations were instituted where no complaint had been made but where the board suspected that unlawful discrimination was taking place. Tables 2 and 3 show the outcome of complaints and investigations disposed of during the period under review and also summarise cases dealt with in certain categories between 1968 when the board was reconstituted and June 1976.

The board's educational work has included the preparation and distribution of information about the Race Relations Act, its enforcement and the intentions behind it, in the form of leaflets and other publications, including guides for social workers and advice sheets, a two-monthly tabloid newspaper called *Equals* and literature in Asian languages. A special illustrated kit for use in schools, supplemented by an audio-visual aid, explaining the race relations legislation and setting immigration into Britain in the context of historic migrations of people, has been much in demand. A document entitled *Equal Opportunity in Employment* has been drawn up and has formed the basis of discussions between the board and employers on developing positive employment policies. Members of the board have taken part in

Table 2

TYPE AND OUTCOME OF COMPLAINTS AND INVESTIGATIONS DISPOSED OF JANUARY 1975–JUNE 1976

1975

Type	Total	Opinion: discrimination	Opinion: no discrimination	Others
Employment	535	86	326	123
Services	358	55	192	111
Housing	113	24	48	41
Advertisements	72	67	2	3
Incitement	5	1	—	4
	1,083	233	568	282

January–June 1976

Employment	312	35	194	83
Services	192	49	93	50
Housing	89	20	37	32
Advertisements	8	7	1	—
Incitement	3	1	2	—
	604	112	327	165

Cases listed under 'others' include those found to be outside the scope of the Act, those withdrawn by the complainant, or those in which contact was lost with the complainant.

Table 3

COMPLETED CASES 1968 TO JUNE 1976 IN EMPLOYMENT, SERVICES AND HOUSING

	Total	Discrimination (a)	No discrimination (b)	Other	% of discrimination cases, i.e. (a) as % of (a) + (b)
1968–69	174	4	70	100	5·4
1969–70	1,075	103	712	260	12·6
1970–71	1,060	130	689	141	15·9
1971	716	84	462	168	15·4
1972	873	151	467	255	24·4
1973	711	107	383	221	21·8
1974	994	194	523	277	27·1
1975	989	163	558	268	22·6
1976 (Jan.–June) ..	582	104	315	163	24·8

The figures for 1969–70 and 1970–71 were for the 12-month periods April to March. Those for 1971 to 1975 were for calendar years. There is therefore an overlap for the period January to March 1971.

conferences and advice has been given to individual firms and undertakings. Feature and cartoon films have also been made, for Urdu-Hindi speaking and for West Indian audiences as well as for the indigenous population.

Community Relations Commission

The main function of the Community Relations Commission was to encourage the establishment of harmonious community relations and to coordinate on a national basis measures taken by others. It advised and made recommendations to the Home Secretary on matters affecting community relations, made inquiries into subjects referred to it by the Home Secretary and initiated research into matters which it considered needed attention. (The first inquiry carried out by the commission's Reference Division, which was established in 1972, was into the causes, incidence and consequence of unemployment and homelessness among young people from ethnic minorities. A second inquiry was started in 1975 into the extent to which the needs of minority communities differ from those of the rest of the population in areas of urban deprivation and its findings were published early in 1977—see Reading List.)

The commission worked with central and local government and with organisations concerned with community relations; an important part of its activities has been with professional, trade union and other voluntary bodies. It arranged seminars for teachers, social workers, youth leaders, trade unionists, magistrates and the police and arranged training courses in community relations work. By publishing a large number of reports the commission sought to focus the Government's attention on specific needs relating to community relations; these have included such topics as the resettlement of Ugandan Asians, fostering children, care of children under school age and childminding, housing, the job creation programme, industrial language training and the youth service. At local level the commission's specialist sections—Education, Employment, Housing, Social Services and Youth—together with the Information Division, played a major role in pressing authorities to ensure that the needs of minority groups were given appropriate attention. In its last report published in December 1976 the commission referred to a growing awareness of and responsiveness to the need for policies to meet the needs of a multicultural society among political and public opinion both at national and local level.

More recently emphasis has been placed on encouraging self-help projects among minority groups, and a particularly important innovation was the introduction in 1975 of the Self-Help Scheme to give financial support to existing self-help groups and encourage the creation of new ones, primarily, but not exclusively, for the benefit of young West Indians who were homeless or unemployed and not receiving help from the normal social services. The work of over 20 projects had been approved by the Self-Help Committee of the Community Relations Commission by the end of 1976 and were receiving financial help. They included Operation Headstart in the London Borough of Haringey which provides an educational and cultural centre, legal advice, housing aid, an employment agency, supplementary education, a day care centre and workshops. In Manchester, the Black Women's Cooperative runs a commercial skills training scheme for young black un-

supported mothers. A project in Birmingham runs housing schemes, including a self-build scheme, and provides a counselling service, and the Melting Pot Foundation in Brixton, London, provides a counselling service, remedial classes and a hostel. In the view of the Community Relations Commission, the Self-Help Scheme has, more than any other programme, aroused the interest of the black community.

A large quantity of information material, some of it in the languages spoken by the ethnic minorities, was prepared and distributed by the commission, including a quarterly journal *New Community*, a monthly bulletin *CRC Journal*, films and other visual aids. The commission also provided an advisory service on translations into the main Asian languages. Another of the commission's responsibilities was, in co-operation with the Commonwealth Foundation, to provide travelling bursaries to enable people working in the field of community relations, education and the social services, as well as police officers and trade union officials, to visit the country of origin of the minority groups with whom they came into contact.

Community Relations Councils

At local level the commission worked through a network of voluntary community relations councils which it helped to form and to which it gave advice. The co-ordination of their work is now undertaken by the Commission for Racial Equality. There were in May 1977 a total of 97 community relations councils employing 109 full-time community relations officers with 51 assistant community relations officers. Many were assisted by specialist officers. The councils are composed of representatives of statutory and voluntary organisations, for example, the churches, trade unions and societies formed by ethnic minorities, and they work in association with local authorities who often initiate their establishment and give financial assistance or assistance in kind. Many of the councils have sub-committees dealing with employment, housing, youth, education or social welfare, and several issue newsletters. The councils receive grants from the Commission for Racial Equality to cover the salaries of full-time community relations officers, assistant community relations officers and for projects of a pioneering or developmental nature. Many of the local community relations councils have been very successful in promoting good relations between different cultural groups, and a very wide range of activities is undertaken. Housing is one of the most urgent problems and some councils employ specialist officers specifically to meet this need. Many local councils have conducted surveys into housing conditions in their areas and have taken follow-up action by converting large houses into flats for needy families; some have opened hostels for homeless young people. Other projects have included the formation of multiracial playgroups and youth clubs, summer holiday projects for school-children, meetings for parents on the British educational system, voter registration campaigns to ensure that every citizen knows how to exercise the right to vote, leaflets in various languages for the guidance of minorities, the promotion of neighbourhood groups for organising social activities and language classes, the formation of international women's societies, the organisation of social functions and dances, and programmes on local radio stations designed for both minority and host communities. Particular emphasis has been placed,

since 1972, on training and educational schemes for young West Indians, among whom a higher proportion are unemployed than among the corresponding age groups in the indigenous population. Priority has also been given to health projects and other types of advisory work which will develop an awareness among minority groups of rights and opportunities open to them—for example, in housing, education and the welfare services—and of the availability of such assistance as improvement grants for sub-standard housing and rate and rent rebates for people with low incomes.

ETHNIC MINORITIES IN SOCIETY

THE MAJORITY of immigrants from the New Commonwealth came to Britain in search of work and their concentration in the major urban areas of England reflects this fact. Within these major areas of settlement a high proportion of ethnic minorities live in the relatively more deprived inner city areas. Successive Governments have taken the view that social problems that have arisen—for example, in housing—were not created by immigrants but that their presence has often illuminated existing shortages. The main social programmes give priority to improving services and the environment in the older parts of industrial towns and the whole community benefits from developments in housing, educational facilities, hospitals, and health and personal social services. But the Government recognises that racial discrimination can accentuate the difficulties that ethnic minorities may share with others, and believes that legislation to promote equality of opportunity and treatment is the essential precondition for an effective policy to combat disadvantages experienced by ethnic minority groups.

A special attack has been made on areas of social deprivation under the Urban Programme which is designed to provide additional amenities in areas of special need and involved expenditure of some £91 million by local authorities in the period 1968–77. In April 1977 the Government announced its intention of extending the Urban Programme to cover industrial and environmental as well as specifically social projects and to increase expenditure from its present level in England and Wales of under £30 million a year to £125 million in 1979–80. Exchequer grants covering 75 per cent of the cost are paid on approved projects which include day nurseries, playgroups and adventure playgrounds, community centres, special training courses for teachers, language classes and family advice centres.

The phase of the Urban Programme announced in 1975 included a programme of projects specially designed for areas of high immigration—including those where Ugandan Asians had settled.[1] Schemes in London included education and community projects; accommodation schemes; improvements to schools; language training; and the provision of social workers with special qualifications. In other parts of the country language teaching schemes for immigrants at their place of work, a training centre for teachers, a day nursery, social centres and hostels, information centres and training for child minders received financial aid.

Help to local authorities in areas where a substantial number of Commonwealth immigrants settled is also given under the Local Government Act 1966 in the form of Government grants towards the salaries of additional

[1]In 1972 over 28,000 Asians with United Kingdom passports were expelled from Uganda. Their reception and resettlement was supervised by the Uganda Resettlement Board which was set up for the purpose. The main task was to find accommodation and employment; in order to minimise pressures on housing, schools and other social services, dispersal throughout Britain was encouraged, although many settled in areas where there were already Asian communities. When the board was dissolved in 1974 it reported that the vast majority were settling down successfully in Britain. Over £6 million was spent by the board on reception and resettlement and a further £2 million was made available to local authorities.

staff such as special teachers, ancillary helpers in schools, education welfare officers, day nursery staff, social workers, health visitors, careers officers and interpreters. Expenditure between 1967–68 and 1974–75 totalled over £43 million.

Some of the policies from which ethnic minorities may benefit in the fields of housing, education, and health and personal social services are outlined below.

Housing

On the whole, ethnic minorities often encounter severe housing problems because it is in areas of acute housing shortage that their labour is often required. Many occupy privately rented furnished or unfurnished accommodation, which is in short supply, and are more likely than the native-born population to experience overcrowding. Rent legislation gives private tenants a wide degree of security of tenure, and fair rents may be fixed (by independent rent officers) on application by landlord or tenant. Eviction from a dwelling (without a court order) and harassment of a tenant are criminal offences with severe penalties. Local authorities have powers to regulate multiple occupation of houses. Leaflets distributed by the Department of the Environment explain to minorities in their own languages (Urdu, Bengali, Punjabi, Hindi and Gujarati) the system of rent control, the rights of tenants and landlords, the legislation about shared accommodation and what grants are available for house improvements.

There are signs that immigrants are beginning to move out of the central areas into neighbourhoods where housing may be more easily obtained and is of better value, whether rented or purchased. More are likely to move to pleasanter surroundings as they establish themselves in Britain, learn that houses are available in new and developing towns, or save money for house purchase. Obviously dispersal of this sort depends on first finding employment; the Development Corporation of Milton Keynes—one of the largest new towns to be designated—expects that the new city will offer a wide range of job opportunities and that its proposed population of 250,000 before the turn of the century will include a considerable number from the ethnic minorities.

Nearly half the households of ethnic minorities in Great Britain are owner-occupied—almost the same proportion as indigenous households—although the quality of their housing is likely to be poorer. A study[1] of four towns—Bradford, Leicester, Manchester and Wolverhampton—with substantial immigrant populations has shown that in all four towns the percentage of owner-occupied households among the ethnic minorities is considerably higher than among indigenous households; in Leicester 76·5 per cent compared with 43·3, in Bradford 72·4 compared with 57·3, in Wolverhampton 65·6 compared with 39·9 and in Manchester 48·3 compared with 32·9. In the inner Birmingham area 56 per cent and in certain London boroughs 48 per cent of the homes of ethnic minorities are owner-occupied—twice the English proportion in these localities. The security that house ownership offers to minority groups enables them to 'put down roots' in a new environment and

[1] *A Comparative Study of Coloured Households in Four County Boroughs* by G. B. Gillian Lomas and Elizabeth Monck. Runnymede Trust, 1975.

the ownership of property provides a source of income when it includes accommodation for letting. Many local authorities consider applications for mortgage finance for house purchase and some are prepared to make advances of 100 per cent of their valuation of a property (building societies, the principal source of mortgage loans, are rarely prepared to advance such a large proportion of the value). Like other members of the community, ethnic minorities buying their own homes can be assisted in one of two ways. They may either claim tax relief on the interest paid on their loan or they can choose an option mortgage where, instead of tax relief, assistance is given by way of a direct Government subsidy in the form of a proportion of the mortgage interest paid. The latter alternative benefits those who pay little or no income tax.

Householders can also obtain grants from local authorities for improving their houses or converting buildings into flats. Known as 'renovation grants', awards of different types are available for the installation of basic amenities like baths and hot water supplies, for general household improvements and, in 'general improvement areas' and 'housing action areas' (see below), for repairs. Local authorities have power to declare suitable residential areas to be 'general improvement areas' in which improvement of individual dwellings by householders is encouraged with the aid of grants while the local authority carries out improvements to the amenities of the neighbourhood as a whole. Under the Housing Act 1974 additional means of dealing with areas of housing stress are available to local authorities through the declaration of 'housing action areas' in which they have powers to acquire, improve and convert housing accommodation while householders are eligible for preferential rates of renovation grants.

The proportion of coloured householders in local authority housing is increasing although, compared with the native-born population, a lower proportion of members of minority groups are council tenants. Like the local population, they may be rehoused as a result of slum clearance programmes or from the council's waiting list for housing. But since some local authorities often require a period of residence in their area before accepting an applicant on their housing list and may also take the length of residence into account in allocating a house, ethnic minorities, and other newcomers to an area, may be at a disadvantage. Moreover, because the average number of persons in New Commonwealth households is higher than the average for all households in England and Wales (4·04 persons compared with 2·87) those with larger families are likely to be housed in larger flats and houses which are more likely to be found in older estates or in property acquired by the local authority.

Ethnic minorities may be helped to obtain accommodation by the activities of some housing associations—non-profit-making bodies which provide dwellings for rent either by converting old houses or building new accommodation. Registered housing associations are eligible for Government grants for the purchase of houses for improvement or conversion and some receive financial help from charitable organisations. Some housing associations have undertaken multiracial schemes with success, both in London and other cities with immigrant populations. It is the Government's policy to expand the role of the housing association movement by making more funds available, par-

ticularly in areas of greatest housing need. Voluntary groups have also been allocated funds under the Urban Programme (see p 18) to provide hostels for young West Indians who have become homeless in certain urban centres, and other schemes have been supported by the Community Relations Commission (see p 15).

In order to give advice to ethnic minorities about housing, there are fair housing groups run by the local community relations councils in Manchester, Nottingham and Sheffield. Those in Manchester and Nottingham are supported by funds provided by the Urban Programme and in Sheffield there is a specially appointed community relations officer dealing with housing questions. Advice on housing problems is also available free of charge at housing aid and advice centres which have been established throughout the country by local authorities and voluntary organisations.

Health and Personal Social Services

The full range of health and personal social services provided virtually free of charge are available to all people ordinarily resident in Britain and, on the whole, any special problems experienced by ethnic minorities are dealt with in the normal way by the many statutory and voluntary bodies concerned with health and other social services. Special measures have been taken by some authorities to point out what provisions are available and to encourage minority groups to make use of them.

Health Services

When immigrants arrive in Britain they are asked to produce evidence of a satisfactory medical examination or to undergo a medical examination at the port of entry. This may include a chest X-ray. Admission may be refused on medical grounds. Where necessary, dependent wives and children aged under 18, who cannot be excluded on health grounds, may be required as a condition of entry to report to the medical officer for environmental health of the locality in which they propose to live. The names and proposed addresses of all other immigrants are likewise sent to the medical officer of environmental health of the appropriate local authorities, together with any medical reports and X-rays. Shortly after their arrival immigrants are usually visited by a health visitor or environmental health officer who gives advice on how to register with a local family doctor, and about local health services, especially the child health clinics and facilities for immunising children against tuberculosis, poliomyelitis, diphtheria, tetanus, whooping cough and measles. Advice is also offered on the care of children, safety in the home and any other problems that may arise. The Department of Health and Social Security has issued a series of information leaflets on mother and child care which are distributed by health and local authorities and minority organisations. These are written in simple direct English and are also available in Urdu, Hindi, Punjabi, Bengali and Gujarati. Some authorities have also prepared leaflets on various health matters in the languages of minority groups living in their areas. These cover such subjects as maternity and child health, family planning, nutrition, infectious diseases and home safety.

Health visitors and the staff of area health authority maternity and child health clinics look after the health of pregnant mothers and children up to

school age (after they start school their health is safeguarded by the school health service and the family doctor) and the clinics provide an important means of social contact between women of minority groups. This is of particular value where women come from those Asian communities where it is the custom that they rarely leave the house without their husbands.

The youthfulness of the population of minority groups is among the reasons why their fertility rate is, at present, higher than the average for the whole population. Fertility rate expresses births in relation to the whole female population so that the higher the proportion of women of childbearing age in the population, the higher the fertility rate is likely to be.

Most ethnic minorities have no objection to family planning on religious grounds and many women make use of the free family planning service provided under the National Health Service. Some clinics advertise in local newspapers in Asian languages, and interpreters and doctors who speak these languages may be in attendance.

The incidence of a number of diseases is higher among certain immigrant groups than in the population at large. Tuberculosis is the most important of these. Its relatively higher occurrence may reflect the high incidence in the country of origin, but may also owe something to the stress imposed by immigration, to living conditions and other factors. Health authorities encourage immigrants considered at risk to attend for chest X-rays. If cases are identified their contacts are traced, and appropriate advice and treatment offered. In addition, health authorities have been advised to offer the children of immigrants vaccination at the first opportunity.

Certain disorders of bone growth—described as rickets when they occur in childhood and adolescence and as osteomalacia in adults—are caused by deficiency of vitamin D. This condition which had become unusual in the United Kingdom is now found among some Asian groups as a result of inadequate intake of the vitamin from the diet and lack of exposure of the skin to sunlight. Rickets is easily reversible with simple treatment—irradiation of the skin by ultra-violet light or an increased intake of vitamin D. General practitioners, midwives, health visitors and medical staff in schools all contribute to the detection of the disease and give advice on its prevention and treatment; and the Department of Health and Social Security has emphasised the part leaders of the immigrant communities can play in publicising the preventive measures available.

Personal Social Services

The full range of personal social services are available, through local authority social service departments, to all adults and children ordinarily resident in Britain. Many of these are provided for those groups who also have most need of health services, such as the elderly, the disabled, the mentally ill or handicapped, and children, and close links are maintained between health and personal social services. Because of the age structure of the immigrant population, a greater call has been made by ethnic minority groups than by the indigenous population on services for children. Consideration is being given centrally and in local authority social service departments to the best ways of meeting any special or different needs of ethnic minority groups.

Apart from the work done by health and local authorities in promoting

the health and well-being of minority groups a number of voluntary societies are also active in this field. They include organisations like the Citizens Advice Bureaux which help the whole community by giving advice on problems of all kinds and are frequently consulted by ethnic minorities, as well as organisations which have been established to undertake welfare work specially for immigrants, for example, the Joint Council for the Welfare of Immigrants, which was set up to look after the interests of immigrants at their port of arrival in Britain. The National Council for Civil Liberties was formed to protect individual civil liberties and the rights of minority groups; it has branches in many cities. Ethnic minorities may also benefit from free legal advice available at neighbourhood law centres established in various parts of Great Britain. Minority groups have themselves started a large number of welfare organisations—some 1,100 ethnic minority organisations are listed in a directory compiled by the Community Relations Commission.

The local community relations councils, which are supported by the Commission for Racial Equality (see p 9), co-ordinate and stimulate much local voluntary effort which contributes to the welfare of minority groups. Local churches participate in community relations councils and certain churches have specialist bodies at national level dealing with community and race relations. The British Council of Churches, for example, has a community and race relations unit, the Society of Friends has a race relations committee and the Roman Catholic Church has a committee for community relations.

Education

Education in Britain is compulsory for children between the ages of 5 and 16. Most children attend schools within the state system where education is free for all pupils, including those who stay beyond the minimum leaving age. Before the age of compulsory schooling, some 12 per cent of children aged 3 and 4 attend nursery schools or classes, while a wide range of post-school education courses is available in colleges of further education, polytechnics and universities. The central Government does not directly control schools and colleges which are established and maintained by local education authorities. The universities, though largely maintained by public funds, are independent institutions. Responsibility for internal organisation, curricula and teaching methods devolves on the head teacher of a school or the principal and teaching staff of a college. Outside the state-maintained sector there are independent schools and colleges where fees are charged.

It is the aim of the schools to help all pupils develop and realise their full potential; at the same time the education system can be a major means of increasing understanding between people of different cultures. Although the Government believes that significant results have been achieved by the education service to meet the difficulties encountered by the children of immigrants they accept that much remains to be done. In 1974 a special unit, the Educational Disadvantage Unit, was set up within the Department of Education and Science to deal with the needs of all those suffering from educational disadvantage and with the education of ethnic minority groups. The unit was instrumental in establishing in Manchester the independent Centre for Information and Advice on Educational Disadvantage. The centre

is involved in the collection and dissemination of information and advice on good practice in the field of educational disadvantage, including that relating to the education of ethnic minorities, and in an expanding programme of conferences, meetings and publications.

As a result of the report on the West Indian community made by the House of Commons Select Committee on Race Relations and Immigration (see Reading List) the Department of Education and Science issued a consultative document in July 1977 to find out the views of organisations representing all sections of the education service and ethnic minorities on the committee's recommendations concerning education. Among the topics on which comments were invited were the under-achievement of children of West Indian origin; the teaching of basic skills to West Indian children in primary schools; the number of West Indians in schools for the educationally subnormal; ways of recruiting more teachers from the ethnic minorities; and the collection of statistics relating to minority groups.

The most important task for the schools has been to help children from the ethnic minorities to improve their knowledge of the English language without which they are unable to take full advantage of the education system and compete on equal terms with their contemporaries. Although increasing numbers of children of immigrant descent will have been born in Britain, some of those from Asian backgrounds are likely to hear only Asian languages spoken at home while those speaking West Indian dialects at home may have difficulty in understanding and communicating in 'standard' English. An additional disadvantage for children of West Indian parents arises from the relatively high incidence of childminding in the West Indian community. This is due in part to the need for many West Indian mothers to go out to work. One of the possible consequences of childminding is poor linguistic development. Local education authorities have used a variety of methods to provide teaching of English as a second language. In some areas special assessment centres for new arrivals have been established and language centres have been set up where children from several schools are brought together for intensive language tuition, either full- or part-time. Some of these are equipped with language laboratories and most have teaching machines and other audio-visual materials. In other areas children are withdrawn from their normal classes to receive special help in small groups. Another measure is the employment of a team of peripatetic language teachers who visit the schools where non-English-speaking pupils are in need of help and also give advice to teachers in the schools they visit. Other methods are also used.

An important contribution to the teaching of immigrant children has been made by the Schools Council for the Curriculum and Examinations which is financed jointly by central and local government. From 1966 to 1973 it undertook a curriculum development project at Leeds University concerned with teaching English to non-English-speaking immigrants aged 8–16. Material for teachers and pupils was developed which is now in use in schools. Another project, started at Birmingham University in 1967, concerned the language development of West Indian children. Teaching material developed in the course of this project is also in use in schools. A third project, on education for a multiracial society, was started in 1972 at the instigation of

the National Foundation for Educational Research, the National Union of Teachers and the National Association for Multi-Racial Education. Its purpose is to help schools prepare pupils for living in a multiracial community and, like the earlier research, this project is producing guidance for teachers. The council has also published a collection of stories and traditional tales for primary school children (5–11 years) entitled *English for Immigrant Children* and has made a film on teaching English to children from minority groups. (The Department of Education and Science has also made a film, *English as a Second Language*, about the methods used by one particular school to meet the problem posed by restricted ability with English among children who had recently arrived in Britain.) Research into teaching the children of immigrants has also been undertaken by the National Foundation for Educational Research in England and Wales which has studied the educational arrangements made by schools for immigrants and devised and published standardised English texts. Its publications include *Race, School and Community* (see Reading List), which is concerned with education for a multiracial society and draws attention to the increasing number of 'black studies' courses for ethnic minorities and indigenous children.

The programmes instituted for minority group children have been made possible by increasing the numbers of teachers involved with teaching ethnic minorities and by developing their teaching skills. The initial training of teachers takes place in colleges, polytechnics or university departments of education and these institutions run courses concerned with the education of ethnic minorities, including the teaching of English as a second language. They also recognise the need to introduce students to an appreciation of the cultural traditions of the countries from which the ethnic minorities have come and to develop rational attitudes towards race and colour.

Courses in multicultural education are also provided for serving teachers. Some teachers are able to take one-term courses and others one-year diploma courses; an increasing number of colleges are offering the longer courses. The Department of Education and Science, local education authorities and educational establishments offer short periods of in-service training for teachers. There are also courses for serving teachers on the teaching of English as a second language. The Community Relations Commission (now replaced by the Commission for Racial Equality) sponsored conferences in education for a multicultural society and has published pamphlets and bibliographies on teaching minority groups. A joint working party of the commission and the Association of Teachers in Colleges and Departments of Education has published a report on *Teacher Education for a Multi-Cultural Society*[1] designed to stimulate discussion on this subject. The Commonwealth Institute and the Royal Commonwealth Society organise conferences and provide teaching materials and information for teachers on aspects of the Commonwealth.

Teachers have voluntarily formed a professional organisation, the National Association for Multi-Racial Education, which has branches in many areas. Its aims include the encouragement and co-ordination of the efforts of individual members working in multiracial schools and the development of the curriculum to reflect the multiracial nature of society.

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[1]Available free of charge from the Commission for Racial Equality (see Appendix 2).

Since 1966 local authorities with substantial Commonwealth immigrant populations have been able to claim grants of 75 per cent of the salaries of teachers employed as a direct result of differences in languages and customs between Commonwealth immigrants and the indigenous population. This grant is also paid in respect of non-teaching assistants and certain other staff, for example, education welfare officers who act as a liaison between home and school and other social agencies. Teachers in schools with special difficulties receive an allowance additional to their salary. Grants from the Social Fund of the European Community help to finance the special educational arrangements made for the children of Commonwealth immigrants.

The provision of nursery education is recognised as a particularly valuable means of reducing the social disadvantages which the children of ethnic minorities may experience and by giving them the opportunity to mix with other children making the transition from home to school much easier. Linguistic difficulties, in particular, may be alleviated by nursery education which is provided either for the whole day or for part of the day. The expansion of nursery education was started under the Urban Programme in 1968 (see p 18), which provided an additional 24,000 full-time places and has continued under the nursery education expansion programme announced in 1974. In January 1976 in England and Wales there were 115,126 full-time equivalent places occupied by 50,228 full-day or 129,676 part-day pupils. Allocations of funds to local education authorities give priority to areas of social deprivation and will benefit children of immigrant parents living in these areas. The importance of strengthening the links between home and school are recognised and nursery schools, in particular, have been asked to develop contacts with parents. Nursery provision is available to 12 per cent of children aged 3 and 4 and many more attend voluntary playgroups. The Pre-School Playgroups Association caters for some 450,000 children and the Save the Children Fund has for many years concentrated its playgroups and playgrounds in areas of greatest need. Pioneer work in setting up playgroups is also being done in areas with special social need by a variety of voluntary bodies, and immigrant mothers are encouraged to participate. Voluntary bodies, including local community relations councils, have also been responsible for a variety of schemes for school-age children, including holiday language courses in which children are given individual tuition.

Children from ethnic minorities, equally with other pupils, have opportunities to extend their education at school beyond the compulsory period. After leaving school they may take advantage of the wide range of courses available, either full- or part-time. These courses are at all levels and may be vocational or non-vocational. Substantial numbers of young people from the ethnic minorities use the further education service though they are more likely to be found on the lower level full-time courses than on advanced courses. A study undertaken for the Department of Employment in Birmingham and London showed that a greater number of West Indian school-leavers, especially more recent immigrants, have attended colleges than indigenous school-leavers but that a lower proportion of apprentices and trainees have had time off from work to attend 'day release' courses for young people released one day a week from their employment for additional education. A survey carried out in Peterborough showed that, from 1971 to 1974,

40·5 per cent of Asians and 18 per cent of West Indians continued in full-time further education after leaving school compared with 14 per cent of the indigenous population. Because of the relatively low level of attainment of many school-leavers from minority groups certain colleges provide preparatory courses with an emphasis on basic English training; other courses are available for any school-leaver who needs further general education before embarking on vocational or professional training. Certain colleges run pre-nursing courses of which substantial use is made by members of minority groups, and others provide courses that give careers guidance.

Employment

Some 700,000 workers are of New Commonwealth ethnic origin and they are employed in a very wide variety of industries and occupations (see Table 4). The largest proportion of men are employed in manufacturing industry, especially in engineering and allied trades, and in textiles, which employs a high proportion of Asian men, and in clothing which employs a higher proportion of women. Passenger transport provides employment for a large group. London Transport started to recruit labour in the West Indies in 1956 and now depends heavily on ethnic minority workers in its underground railway, bus and catering services. A higher proportion of people of New Commonwealth origin are employed in professional, scientific, medical and dental services than in the population as a whole; this is largely explained by the large numbers working in the health services, especially as doctors and nursing staff. The National Health Service is also a major employer of immigrant workers as domestic staff.

The distributive trades are another important source of employment—as are the hotel and catering industries. Yet, in spite of the relatively high proportion of professional, technical and clerical workers and although a substantial proportion of West Indians in the Greater London area are in skilled manual work, immigrant workers are more likely than other workers to be employed in manual jobs, in particular in semi-skilled and unskilled work. They are also more likely than other workers to be employed on shifts, particularly night shifts.

Many immigrant workers have been handicapped by entering the labour market at a later age than that at which young people normally take an apprenticeship or acquire a professional qualification. They have also encountered the difficulties of unfamiliarity with the practices of an industrial society. Many Asian workers have experienced the additional difficulty of having little or no knowledge of the English language and a minority of West Indians speak a variety of English that may inhibit their ability to communicate or understand instructions. Statistics compiled by the Department of Employment show that minority groups—especially West Indians—have been more vulnerable to rising unemployment than the rest of the population. In the opinion of the department this is in part likely to be the result of their age distribution since a higher proportion are in the lower age groups and, in general, unemployment has risen faster among young people. The department considers that it is not possible from the statistics to draw conclusions about the extent to which discrimination may affect the rise in unemployment and recognises the need for further research in this field.

Table 4

INDUSTRIAL DISTRIBUTION OF EMPLOYED PERSONS IN GREAT BRITAIN

Industry	MALES		
	Born in New Commonwealth and with both parents born outside the United Kingdom		All countries of birth
	No	%	%
Agriculture, forestry, fishing	270	0·1	3·5
Mining and quarrying	740	0·2	2·5
Food, drink and tobacco	13,970	3·9	3·0
Coal and petroleum products	360	0·1	0·3
Chemical and allied industries	5,790	1·6	2·2
Metal manufacture	25,570	7·1	3·2
Mechanical engineering	20,460	5·7	6·2
Instrument engineering	2,600	0·7	0·6
Electrical engineering	17,470	4·9	3·5
Shipbuilding and marine engineering	1,110	0·3	1·1
Vehicles	19,480	5·4	4·5
Metal goods, not elsewhere specified	19,160	5·3	2·8
Textiles	25,010	7·0	2·1
Leather, leather goods and fur	1,480	0·4	0·2
Clothing and footwear	9,970	2·8	0·8
Bricks, pottery, glass, cement	6,290	1·8	1·6
Timber, furniture, etc	5,370	1·5	1·7
Paper, printing and publishing	5,000	1·4	2·8
Other manufacturing industries	12,380	3·5	1·4
Construction	17,640	4·9	10·5
Gas, electricity and water	2,140	0·6	2·0
Transport and communications	40,350	11·2	8·6
Distributive trades	20,450	5·7	9·7
Insurance, banking, finance, etc	6,360	1·8	3·2
Professional and scientific services	25,860	7·2	6·9
Miscellaneous services	34,170	9·5	7·1
Public administration or defence	12,980	3·6	7·4
Industry inadequately described	6,360	1·8	0·5
All industries and services	359,100	100·0	100·0

Discrepancies between totals and their constituent parts are due to rounding.

FEMALES			TOTAL		
Born in New Commonwealth and with both parents born outside the United Kingdom		All countries of birth	Born in New Commonwealth and with both parents born outside the United Kingdom		All countries of birth
No	%	%	No	%	%
170	0·1	1·3	440	0·1	2·7
60		0·2	800	0·2	1·6
7,180	4·6	3·3	21,150	4·1	3·1
110	0·1	0·1	470	0·1	0·2
2,270	1·5	1·5	8,060	1·6	1·9
1,110	0·7	0·8	26,680	5·2	2·3
3,050	2·0	2·1	23,510	4·6	4·7
1,240	0·8	0·6	3,840	0·8	0·6
8,790	5·7	3·7	26,260	5·1	3·6
30		0·1	1,140	0·2	0·8
2,500	1·6	1·2	21,980	4·3	3·3
5,280	3·4	1·9	24,440	4·8	2·5
5,510	3·5	3·2	30,520	5·9	2·5
640	0·4	0·3	2,120	0·4	0·2
15,950	10·3	4·0	25,920	5·0	2·0
580	0·4	0·8	6,870	1·3	1·3
500	0·3	0·6	5,870	1·1	1·3
2,620	1·7	2·3	7,620	1·5	2·6
3,390	2·2	1·4	15,770	3·1	1·4
450	0·3	1·1	18,090	3·5	7·0
540	0·4	0·7	2,680	0·5	1·5
5,850	3·8	3·1	46,200	9·0	6·6
10,190	6·6	18·0	30,640	6·0	12·7
6,200	4·0	5·5	12,560	2·4	4·0
45,740	29·4	21·4	71,600	13·9	12·2
15,450	9·9	14·8	49,620	9·6	9·9
5,470	3·5	2	18,450	3·6	6·6
4,650	3·0	1·1	11,010	2·1	0·7
155,540	100·0	100·0	514,640	100·0	100·0

Source: *1971 Census of Population.*

An investigation undertaken by Political and Economic Planning on *The Extent of Racial Discrimination* (see Reading List) has shown that there is evidence that discrimination in employment has been reduced since the introduction of race relations legislation in 1968, but also that substantial discrimination continues to occur when workers from minority groups apply for jobs. The Government is committed to a policy of equal opportunity in employment, irrespective of race or colour. This policy is pursued against the background of the race relations legislation (see p 6) by a variety of measures to promote equality and harmonious race relations and is supported by the Confederation of British Industry, the Trades Union Congress and many individual employers and trade unions. The Department of Employment is the Government department responsible for promoting good industrial relations of which the fostering of good race relations is an essential part. Advice given to employers on race relations policies by the department is reinforced by support from the department's race relations employment advisory service whose officers work in the regions and give help to both sides of industry on difficulties arising as a result of a multiracial workforce. Questions with which they are particularly concerned include the introduction and operation of equal opportunity policies covering such matters as recruitment and promotion, training of supervisors and shop stewards (workers' representatives at plant level), language training and problems that might result from an inadequate knowledge of the social and cultural background of immigrant workers. They may also be called upon to resolve disputes in conjunction with representatives of the independent Advisory, Conciliation and Arbitration Service. The Manpower Services Commission which works within the general framework of policy set out by the Secretary of State for Employment runs, through the Employment Service Agency and the Training Services Agency, the employment and training services and co-ordinates the work of industrial training boards. The department and the agencies provide training courses for their staff which emphasise the value and importance of equal opportunity policies and avoid discriminatory acts in dealing with the public, ensure that they are familiar with the race relations legislation, and study the cultures, traditions and attitudes of minority groups.

The employment services provided through 'jobcentres' and employment offices by the Employment Service Agency are equally available to all workers, and their staff are required to ensure that employers using the services do not discriminate when selecting workers for jobs. Local education authorities provide a vocational guidance and employment service for pupils leaving school and for students attending colleges of further education. A study carried out by the Office of Population Censuses and Surveys has shown that the service is used by a higher proportion of young West Indians than young people in general to obtain their first jobs. The Government has pointed out the need for additional counselling for young people from minority groups whose knowledge about job opportunities is likely to be slighter than that of other school-leavers, and in certain areas specialist staff have been appointed to deal with young people from ethnic minorities.

Ethnic minorities also benefit from the training sponsored by the Training Services Agency under the rapidly expanding Training Opportunities Scheme

which provides training for unemployed workers in a wide range of skilled manual and non-manual occupations. Courses are taken chiefly in colleges of further education and in Government 'skillcentres'. Workers of New Commonwealth origin pursuing such courses rose from 3·5 per cent in 1973 to 4·5 per cent in 1975, the greatest increase being among West Indians. An analysis[1] of applications by West Indians for courses showed that although a lower proportion of West Indian applicants than other workers was likely to be accepted for training their completion rate was slightly above average. Failure to qualify for acceptance is thought partly to be due to difficulties experienced with preliminary tests for the courses. Help in overcoming this difficulty is provided by special preparatory courses in literacy and numeracy so that trainees can benefit from a full course of vocational training and generally improve their employment prospects. These are of special help to those who have recently arrived in Britain or have not been educated there. The lower age limit is 17 if the applicant has spent at least one year abroad during his or her normal period of education; otherwise the limit is 19 years.

Other forms of training available to both immigrant and indigenous workers are short industrial and occupational selection courses at 'skill-centres', employers' establishments and colleges of education sponsored by the Training Services Agency. Young people from ethnic minorities participate equally in such training. Occupational selection courses provide a period of assessment before specific training mixed with instruction in social skills begins. Experimental 'wider opportunities courses' designed to help those with difficulties in keeping jobs have been started. These measures are additional to the general provision of Government grants to the Industrial Training Boards to provide training places in the particular industries with which they are concerned.

The employment difficulties of young people from ethnic minorities are also being met in part by the Community Industry Scheme which the Department of Employment has financed since 1972 as a means of helping young people who find it difficult to settle in employment for personal or social reasons. The scheme has been extended to allow for operation in over 40 areas. In two units in the London boroughs of Lewisham and Camden/Islington young West Indians form a majority of those employed while more recently established units in Bradford, Nottingham and the London boroughs of Newham, Wandsworth, Haringey and Lambeth are in areas with significant immigrant populations.

In some areas young people from ethnic minorities are participating in self-help schemes managed by people from their own communities which provide vocational training, education, employment and sometimes accommodation. Since 1974 the Government has provided funds for such schemes through the former Community Relations Commission and the Voluntary Service Unit of the Home Office, and grants have also been made under the Urban Programme. Where the projects have a training element, advice on

[1]From *The West Indian Community*: Minutes of Evidence by the Department of Employment, Employment Service Agency and Manpower Services Commission to the Select Committee on Race Relations and Immigration, Session 1975–76. HMSO, 45p. ISBN 0 10 288476 5.

syllabus content and instructor training has been given by the Training Services Agency. Discussions have also been held between the Community Relations Commission and the Manpower Services Commission about the Job Creation Programme under which funds have been allocated to create short-term jobs of social value for those who would otherwise be unemployed. As in the case of other schemes, minority groups will also benefit.

Asian workers in particular are likely to be handicapped in their work by a poor command of the English language which not only affects their ability to communicate with colleagues but also impedes their prospects for promotion or a change of job. They often form 'ethnic units', communicating with employers and trade union officials through an interpreter. To help meet this difficulty language schemes at their place of work are now run in some 20 areas. Local education authorities operate training units in districts with high immigrant populations, chiefly in London and the South-East, the Midlands and Northern England and receive a Government grant to meet 75 per cent of the cost. English lessons may be held as part of the working day or immediately after it. Evening language classes are also provided at colleges of further education but have proved to be less convenient for those in full-time work. Support for the development and operation of the local training units in the form of advice and teaching materials is provided by the National Centre for Industrial Language Training which was opened in 1975. It is financed by the Training Services Agency and administered through the London borough of Ealing. It is located at the borough's Pathway Further Education Centre which was established in 1960 and provides a wide variety of language training for people from overseas, including courses for people working in the hospital service. A film strip has been prepared by the Department of Employment to encourage Asians to take language courses. It is available in English, Bengali, Gujarati, Punjabi and Urdu.

As a result of the Race Relations Acts and recommendations made by the Department of Employment and the former Race Relations Board many employers and trade unions have reviewed their personnel policies. Certain employers go further than merely avoiding discriminatory practices and have declared openly that they pursue a policy of equal opportunity for all regardless of race or colour. The Civil Service Department, for example, issued a circular to all Government departments in 1973 affirming its commitment to equal opportunity policies, and since 1969 a non-discriminatory clause requiring contractors in Britain to conform to the provisions of the Race Relations Act relating to employment has been included in all central Government contracts. The Department of Employment has implemented a similar policy and has introduced a periodic count of coloured employees by grade and location. This helps the department in identifying any staff with special training needs. The Institute of Personnel Management, the professional body of personnel officers, has advocated positive fair employment policies and, among companies which have declared a policy of equal career opportunities for coloured staff, is the National Westminster Bank, the biggest banking employer in Britain. The Greater London Council (GLC), Britain's largest local authority, has also stated that its policy is one of full equal opportunity among the 60,000 employees of the GLC and the Inner London Education Authority and that it will regularly monitor the operation

of this policy. In 1976 the General Council of the Trades Union Congress endorsed a programme drawn up by its Equal Rights Committee and Race Relations Advisory Committee to promote equality of opportunity and good race relations in industry and in the community generally. Individual trade unions have also declared their commitment to equality of opportunity; for example, the National Union of Tailors and Garment Workers, which represent 120,000 workers, reaffirmed in 1975 its opposition to racial and religious discrimination and called for equal opportunity agreements with employers and methods of monitoring their implementation.

Trade union membership is high among the ethnic minorities—6½ per cent of working men belong to a trade union compared with 47 per cent of the indigenous population. Among women, it appears that membership is much the same for immigrant and indigenous groups. Certain members of minority groups have become full-time trade union officials and others have been elected as shop stewards. Difficulties concerning coloured workers are often solved by union representatives at shop-floor level, and there have been many instances within the trade union movement of a conscious application of a policy of equal opportunity by the use of union journals, the monitoring of recruitment and promotion, and the introduction of discussions on race relations into the training of shop stewards.

Broadcasting and the Press

The radio and television organisations—the British Broadcasting Corporation (BBC) and the companies providing television under the auspices of the Independent Broadcasting Authority (IBA)—include in their output talks, documentaries and discussion programmes on immigration and race relations. In addition, programmes specially designed for Asian minorities are produced by the Asian Programmes Unit of the BBC which was set up in 1965 (as the Immigrant Programmes Unit) in Birmingham. Two regular weekly broadcasts on television and one on radio are directed at Asian minorities. The programmes, broadcast in Urdu/Hindi under the title of 'New Life' and 'Make Yourself at Home', are designed to help Asians adjust to life in Britain. They include information and advice, stories of success in community relations, answers to personal problems and musical items. They occasionally contain an element of English teaching designed particularly to assist mothers and young children. The unit also offers programmes in Urdu/Hindi to the BBC's local radio stations which, together with the independent local radio stations covering areas with significant minority populations, include in their output news, magazine and music programmes especially designed for ethnic minorities. Pennine Radio in Bradford and BRMB in Birmingham, for example, have weekly programmes in Asian languages. In some areas local community relations councils and minority groups themselves contribute to the making of programmes.

There are some 20 newspapers and magazines in Asian languages published in Britain by members of minority groups. Two are produced daily, the rest weekly or monthly. A more recent development has been the appearance of English language magazines directed at the increasing number of English-speaking Asians. In addition, certain local English newspapers print articles in Asian languages which usually contain advice or information of special

interest to the Asian community. There are three weekly West Indian papers, one of them a local edition of the long-established *Jamaican Gleaner*.

The way in which stories about minorities were being reported in certain sections of the national and local press has been a cause of concern among many people, and in 1975 the National Union of Journalists, the largest association of journalists in Britain, issued guidelines for reporting race relations matters. Union members are instructed to:

> 'only mention someone's race or nationality if strictly relevant;
>
> resist the temptation to sensationalise issues which could harm race relations;
>
> press for equal opportunities for employment of black staff, particularly in areas where many blacks live;
>
> seek to achieve wider and better coverage of black affairs—social, political, cultural;
>
> investigate the treatment of blacks in education, employment and housing and the activities of racialist organisations.'

These guidelines related to a clause in the union's code of conduct which enjoins journalists not to 'originate material designed to encourage discrimination on grounds of race, colour, creed or sex and exacerbate relationships'.

Relations between the Police and Ethnic Minorities

In recognition of the special problems that can arise in an increasingly multiracial society, chief officers of police responsible for areas where there are substantial coloured communities have devoted special attention to the need to foster and strengthen relations of mutual respect, understanding and confidence between the police and the ethnic minorities.

Much has been done by police forces in the field of community liaison. Most forces with large ethnic minority communities have appointed community liaison officers and some have established departments concerned with community relations. In the Metropolitan Police District (London), for example, there are now 22 full-time community liaison officers and there is a community relations branch at the New Scotland Yard headquarters.

The approach to this specialist work is to deal with it as a new dimension of traditional police work. Operational officers are recognised to be the most important link in maintaining good relations with all sections of the community, but their time is necessarily limited. Police community liaison officers, however, being free from operational duties, can devote a considerable amount of time to making and maintaining contacts with ethnic minority leaders, among others in the community, so that when issues arise there is already an understanding between them. The work often entails serving on the local community relations council (senior policemen have been chairmen and executive committee members of these), fostering multiracial youth clubs, giving talks to and holding discussions with ethnic minority groups and school groups, arranging visits to police stations and advising both colleagues and ethnic minority leaders on matters where conflict could arise. Some police officers have become proficient in Asian languages, which is an invaluable

aid to making contact with Asian communities. In some forces officers hold 'surgeries' for anyone with problems, in others attempts are made to implement a 'Help on Arrest' scheme in order to assist those who are uncertain about police powers and procedures and to reduce complaints in specific cases. The introduction by the Police Act 1976 of an independent element in the handling of complaints against the police is also intended to reassure those who feel they have a complaint to make. A leaflet entitled *Police and Public* has been issued to explain the procedure for making complaints and this will be made available in a number of Asian languages.

The recommendations of a working party on police training in race relations were commended by the Home Secretary to chief officers of police in 1972. The report said training should aim at providing police recruits, in the context of relations between the police and the community in general, with both factual information and a better understanding of the nature of prejudice. This instruction should be supplemented for police forces that serve communities with a substantial proportion of coloured people by training directed to the special characteristics of the area, including informal contacts with coloured people. Over the last few years training provisions have been considerably expanded. Local training has been developed for all ranks starting with police cadets. It is part of a cadet's social training to participate in community service work and this involves contacts with all sections of the community, including ethnic minorities. Since 1973 there has been an element of community relations training in the ten-week initial course for probationer constables at the police training centres, and also in the two-week continuation course which police constables attend after 18 months on the beat. Such training at the centres is of necessity largely introductory, so much emphasis is placed subsequently on training at the local level. Where a force is large enough for race and community relations training to be arranged within the force, regular courses or sessions have been instituted for all ranks up to inspector. In other cases one force in a region runs courses for itself and neighbouring forces. Higher police training provided at the Police College also includes studies of community relations.

Several specialist courses have been initiated at national level over the years. The first was a week's course which has been held annually for the last 11 years by the University of Manchester in close co-operation with the Home Office. It is at present designed for senior police officers who do not have specialised community relations responsibilities but who are stationed in areas where ethnic minority communities are established. A national four-week induction course is run for newly-appointed community liaison officers by the Derbyshire Constabulary on the basis of a programme devised by the Home Office in consultation with a small advisory group of experienced police community liaison officers from several forces. This course has been prepared in consultation with the Association of Chief Police Officers and has the support and endorsement of its Training Committee and also of the Police Training Council. From time to time conferences of police community liaison officers have been held to provide an added opportunity for the exchange of information and ideas within the police service.

Relations between the police and West Indians was among the matters discussed by the Select Committee on Race Relations and Immigration in its

report on the *West Indian Community*, published in 1977 (see Reading List). The Select Committee acknowledged that great efforts were being made both by the police and by the ethnic minority communities to improve mutual understanding. They stressed the importance of continuous and sustained efforts to keep open lines of communication, recognising that liaison is a 'two-way traffic'. The Select Committee noted that the question of West Indian crime rates had been a controversial issue. The Home Office view was that there was a broad, though not necessarily a precise, correlation between arrest figures for members of particular ethnic groups for particular types of offences and the actual involvement of members of such groups in the commission of those offences. The Select Committee agreed with the Home Office, however, that there was no evidence available to justify any firm conclusions about the relative involvement of West Indians in crime. The Select Committee noted that in their earlier report published in 1972 on *Police/Immigrant Relations* they had recommended that the Home Office should consider what encouragement could be given to the recruitment of coloured police officers. In mid-1977 there were about 200 police officers from the ethnic minorities in the 43 police forces in England and Wales, nearly half of whom were in the Metropolitan Police. The Government and the police service would like to see a steady increase in the numbers serving and have expressed the hope that more people from the ethnic minorities will apply to become police officers.

RESEARCH AND INFORMATION

THE AWARENESS of the need for factual information about matters concerning race relations on which to base policy decisions has been reflected in the volume of research undertaken by Government departments and official bodies, universities and other independent organisations. The need for the collection of up-to-date statistics concerning the position of racial minorities as a means of identifying needs and applying policy is also generally acknowledged. Several Government departments have research units, among them the Home Office, the Department of Education and Science and the Department of Employment, which undertake projects themselves and commission universities and other institutions to undertake research studies on their behalf. Research is also supported by the Social Science Research Council, mainly through specific grants and through its Unit on Ethnic Relations at Bristol University which has undertaken work on housing, on identity structure of ethnic minorities and on majority/minority interrelations. The Community Relations Commission, through its Reference Division, undertook research into topics referred to it by the Home Secretary and reports and policy papers produced by the commission have helped to tackle some of the problems identified. Major inquiries have also been carried out by the House of Commons Select Committee on Race Relations and Immigration, which was first appointed in 1968, into the problems of coloured school-leavers, housing, relations between immigrants and the police, education, employment, the organisation of race relations administration and the West Indian community in Britain. In 1976 it announced that it would inquire into immigration.

Important studies contributing information on aspects of race relations have been undertaken by several independent organisations, financed by the Government and by charitable foundations. A major report was *Colour and Citizenship*, published in 1969, sponsored by the Institute of Race Relations and financed by the Nuffield Foundation. This was the result of some 40 research projects undertaken during the 1960s. Studies by Political and Economic Planning (PEP) have included those published before the Race Relations Act 1968 was passed which revealed discrimination against coloured immigrants (see p 11). More recently PEP has undertaken further research sponsored by the Home Office and the Gulbenkian Foundation and published four reports in 1974–76 (see Reading List) which threw further light on the question of discrimination and disadvantage, particularly in employment and housing (see p 11). Research into the education of immigrant children has been undertaken by the National Foundation for Educational Research, and studies by the Schools Council into curricula and teaching methods for children from ethnic minorities have made an important contribution in this field of education (see p 24). The Runnymede Trust, an independent educational charity set up to promote education in race relations, also provides a research and information service. Among its activities, the trust publishes a monthly bulletin, background notes and research reports, and holds conferences. Another independent educational trust, the Minority Rights Group, undertakes and commissions research and holds conferences on minorities

all over the world. It disseminates its findings widely with the object of publishing the facts about discrimination. The Industrial Society, whose aims are to promote the best use of people at work, provides an information service for its members, including information and advice on race relations in industry.

Advice to the Home Secretary on research likely to be relevant to the formulation of policy concerning race relations has been given by the Advisory Committee on Race Relations Research which was originally appointed by him in 1969. In a report published in 1975 the committee set out topics which it considered to be of high priority in future research. They were: in employment, an evaluation of the extent to which training schemes meet the needs of minority groups; in housing, research into the problems of the less desirable council estates where there might be a tendency for racial minorities to be housed, or a study of those who allocate housing in the public sector; in education, research aimed at counteracting low attainment among minority group children; and, in inter-group relations, an examination of the effect of social contact in the development of attitudes towards minority groups and research on the training to be given to those occupying 'key roles' in relations between the majority population and the ethnic minorities. The committee was replaced in 1976 by a new Race Relations Advisory Committee, with a mixed official and non-official membership, under the chairmanship of the Home Secretary. Nine Government departments are represented as well as the Commission for Racial Equality and the Social Science Research Council. A number of other persons from outside government, with academic and research experience, have been appointed members on a personal basis. The committee is responsible for reviewing research in progress relevant to race relations and to the efficacy of policies to promote equality of opportunity for ethnic minorities and for considering the need and making recommendations for further research of this kind.

APPENDIX 1

IMMIGRATION STATISTICS

The following statistics have been compiled under the Commonwealth Immigrants Acts 1962 and 1968, the Aliens Restriction Acts 1914 and 1919 and the Immigration Act 1971. They show for the period 1 July 1962 to 31 December 1976 for Commonwealth citizens, and from 1 January 1962 to 31 December 1976 for foreign nationals, the numbers accepted for settlement in the United Kingdom on arrival and on removal of the time limit initially imposed on their stay.

Table 1

ACCEPTANCES FOR SETTLEMENT—COMMONWEALTH CITIZENS* 1962–76

(Figures for settlement from the New Commonwealth are shown in brackets)

	Total acceptances for settlement	Accepted for settlement on arrival	Accepted for settlement on removal of time limit
July–Dec. 1962	18,814†	18,814	*na*
	(16,453)†	(16,453)	
1963	59,806†	59,806	*na*
	(56,071)†	(56,071)	
1964	55,900†	55,900	*na*
	(52,840)†	(52,840)	
1965	57,352	57,062	290
	(53,650)†	(53,650)	(*na*)
1966	52,318	50,465	1,853
	(48,104)	(46,602)	(1,502)
1967	64,968	61,377	3,591
	(60,633)	(57,648)	(2,985)
1968	64,381	59,112	5,269
	(60,620)	(56,203)	(4,417)
1969	48,084	42,806	5,278
	(44,503)	(40,191)	(4,312)
1970	42,390	36,725	5,665
	(37,893)	(33,401)	(4,492)
1971	48,838	38,219	10,619
	(44,261)	(35,175)	(9,086)
1972	72,508	62,596	9,912
	(68,519)	(59,850)	(8,669)
1973	34,044	25,633	8,411
	(30,945)	(24,264)	(6,681)
1974	42,078	23,119	18,959
	(38,130)	(21,745)	(16,385)
1975	50,928	30,954	19,974
	(45,541)	(28,327)	(17,214)
1976	49,281	30,975	18,306
	(43,314)	(27,314)	(16,000)

*Includes Pakistan to 31 August 1973.
†On arrival only.
na = not available.

44

Table 2

ACCEPTANCES FOR SETTLEMENT—FOREIGN NATIONALS* 1962–76

	Total acceptances for settlement	Accepted for settlement on arrival	Accepted for settlement on removal of time limit
1962	15,606	*na*	*na*
1963	15,349	*na*	*na*
1964	19,211	*na*	*na*
1965	20,615	3,136	17,479
1966	18,948	3,232	15,716
1967	18,346	3,687	14,659
1968	20,093	3,597	16,496
1969	21,862	2,868	18,994
1970	20,917	2,330	18,587
1971	23,467	3,616	19,851
1972	19,681	3,033	16,648
1973	21,118	3,936	17,182
1974	26,800	6,593	20,207
1975	31,477	9,474	22,003
1976	31,464	13,099	18,365

*Includes Pakistan from 1 September 1973.

na = not available.

APPENDIX 2

DEPARTMENTS AND ORGANISATIONS CONCERNED WITH IMMIGRATION AND RACE RELATIONS

Government Departments and Statutory Bodies

Home Office, 50 Queen Anne's Gate, London, SW1H 9AT.
Immigration and Nationality Department, Lunar House, Wellesley Road, Croydon CR9 2BY.

Foreign and Commonwealth Office, Clive House, Petty France, London SW1H 9HD.

Department of Education and Science, Elizabeth House, York Road, London SE1 7PH.

Department of Employment, 8 St James's Square, London SW1Y 4JB.

Department of the Environment, 2 Marsham Street, London SW1P 3EB.

Department of Health and Social Security, Alexander Fleming House, London SE1 6BY.

Office of Population Censuses and Surveys, St Catherine's House, Kingsway, London WC2B 6JP.

Scottish Education Department, 19 Atholl Crescent, Edinburgh EH3 8HQ.

Scottish Home and Health Department, St Andrew's House, Edinburgh EH1 3DQ.

Welsh Office, Gwydyr House, Whitehall, London SW1A 2ER.

Commission for Racial Equality, Elliot House, 10–12 Allington Street, London SW1E 5EX.

Manpower Services Commission, Selkirk House, 166 High Holborn, London WC1V 6PF.

Other Organisations

British Council of Churches, 10 Eaton Gate, London SW1W 8BT.

Citizens Advice Bureaux, 26 Bedford Square, London WC1B 3HH.

Commonwealth Institute, Kensington High Street, London W8 6NQ.

Institute of Race Relations, 247 Pentonville Road, London N1 9NG.

Joint Council for the Welfare of Immigrants, 44 Theobalds Road, London WC1X 8SP.

Minority Rights Group, Benjamin Franklin House, 36 Craven Street, London WC2N 5NG.

National Association for Multi-Racial Education, Northbrook Centre, William Penn School, Penn Road, Slough SL2 1PH.

National Centre for Industrial Language Training, Pathway Centre, Recreation Road, Southall, Middlesex UB2 5PF.

National Council for Civil Liberties, 186 Kings Cross Road, London WC1X 9BE.

National Foundation for Educational Research in England and Wales, The Mere, Upton Park, Slough SL1 2DQ.

Pre-School Playgroups Association, Alford House, Aveline Street, London SE11 5DJ.

The Royal Commonwealth Society, 18 Northumberland Avenue, London WC2N 5AP.

The Runnymede Trust, 62 Chandos Place, London WC2N 4HH.

Schools Council for Curriculum and Examinations, 160 Great Portland Street, London W1N 5TB.

Society of Friends Community Relations Committee, Friends House, Euston Road, London NW1 2BJ.

United Kingdom Immigrants Advisory Service, 7th Floor, Brettenham House, 14 Lancaster Place, Strand, London WC2E 7EP.

READING LIST

Statutes			£
Race Relations Act 1976. ISBN 0 10 547476 2.	*HMSO*	1976	1·35
Immigration Act 1971. ISBN 0 10 547771 0.	*HMSO*	1971	0·47
Annual Reports and Statistics			
Community Relations Commission.	*HMSO*		
Control of Immigration: Statistics.	*HMSO*		
Race Relations Board.	*HMSO*		
Other Publications			
ALLPORT, G. W. The Nature of Prejudice. ISBN 0 201 00175 6.	*Addison-Wesley*	1954	10·20
BANTON, MICHAEL. Racial Minorities. ISBN 0 00 633047 9.	*Fontana*	1972	0·50
BINDMAN, G. *and* LESTER, A. Race and Law. ISBN 0 14 080227 4.	*Penguin*	1972	1·25
COMMUNITY RELATIONS COMMISSION:			
Aspects of Mental Health in a Multicultural Society.	*CRC*	1976	0·60
Educational Needs of Children from Minority Groups.	*CRC*	1974	0·30
HOLROYDE, PEGGY *and* OTHERS. East Comes West.	*CRC*	1970	0·30
Housing in Multi-Racial Areas. Report of a Working Party of Housing Directors.	*CRC*	1976	0·60
Housing Choice and Ethnic Concentration: An attitude study.	*CRC*	1977	0·90
In-Service Education of Teachers in Multi-Racial Areas.	*CRC*	1974	0·60
KOHLER, DAVID. Ethnic Minorities in Britain: Statistical Data (sixth edition).	*CRC*		Free
MASON, PHILIP *and* OTHERS. Towards a Multi-Racial Society.	*CRC*	1970	0·18
MORRISON, LIONEL. As They See It. A Race Relations Study of Three Areas from a Black Viewpoint.	*CRC*	1976	1·25
One Year On. A Report on the Resettlement of the Refugees from Uganda in Britain.	*CRC*	1974	0·75
Race Relations in Britain: A Select Bibliography.	*CRC*	1975	Free
A Second Chance: Further Education in Multi-Racial Areas.	*CRC*	1976	1·35
Some of My Best Friends: A Report on Race Relations Attitudes.	*CRC*	1976	0·45
Unemployment and Homelessness: A Report by the Community Relations Commission. ISBN 0 11 340563 4.	*HMSO*	1974	1·00
Urban Deprivation, Racial Inequality and Social Policy: A Report by the Community Relations Commission. ISBN 0 11 340756 4.	*HMSO*	1977	1·75
DEPARTMENT OF EDUCATION AND SCIENCE. The Education of Immigrants. Education Survey No 13. ISBN 0 11 270201 5.	*HMSO*	1971	0·85
—— The Continuing Needs of Immigrants. Education Survey No 14. ISBN 0 11 270230 9.	*HMSO*	1972	0·30

			£
Education. Report of the Select Committee on Race Relations and Immigration. Session 1972–73. Vol. 1: Report. ISBN 0 10 289873 1.	*HMSO*	1973	0·68
Educational Disadvantage and the Educational Needs of Immigrants. Cmnd 5720. ISBN 0 10 157200 X.	*HMSO*	1974	0·15
Employment. Report of the House of Commons Select Committee on Race Relations and Immigration. Session 1974. ISBN 0 10 279075 2.	*HMSO*	1974	0·50
HILL, M. J. *and* ISSACHAROFF, R. Community Action and Race Relations.	*OUP/IRR*	1971	4·25
Housing. Report of the Select Committee on Race Relations and Immigration. Vol 1: Report. ISBN 0 10 250371 2.	*HMSO*	1971	0·55
Race Relations and Housing. Cmnd 6232. ISBN 0 10 162320 8.	*HMSO*	1975	0·32
JEFFERY, PATRICIA. Migrants and Refugees. ISBN 0 521 21070 4.	*CUP*	1976	4·95
JONES, K. *and* SMITH, A. D. The Economic Impact of Commonwealth Immigration. ISBN 0 521 07917 9.	*CUP for National Institute of Economic and Social Research*	1970	1·75
LOMAS, G. B. GILLIAN. Census 1971: The Coloured Population of Great Britain.	*Runnymede Trust*	1973	1·00
MACDONALD, IAN A. Race Relations: The New Law. ISBN 0 406 28318 4.	*Butterworths*	1977	14·50
MCINTOSH, NEIL *and* SMITH, DAVID J. The Extent of Racial Discrimination.	*PEP*	1974	1·00
MCNEAL, J. *and* ROGERS, M. (*Editors*). The Multi-Racial School. ISBN 0 14 080275 4.	*Penguin*	1971	0·35
MILNER, DAVID. Children and Race. ISBN 0 14 080364 5.	*Penguin*	1976	1·00
The Organisation of Race Relations Administration. Select Committee on Race Relations and Immigration. Session 1974–75. Vol. 1: Report. ISBN 0 10 029095 7.	*HMSO*	1975	0·60
Observations [by the Government] on the report of the Select Committee on Race Relations and Immigration. Cmnd 6603. ISBN 0 10 166030 8.	*HMSO*	1976	0·35
PERRY, JANE. The Fair Housing Experiment: Community Relations Councils and the housing of minority groups. ISBN 0 85374 062 3.	*PEP*	1973	1·80
Police/Immigrant Relations. Report of the Select Committee on Race Relations and Immigration. Vol 1: Report. ISBN 0 10 247172 X.	*HMSO*	1972	0·73
Police/Immigrant Relations in England and Wales. Observations on the Report of the Select Committee. Cmnd 5438. ISBN 0 10 154380 8.	*HMSO*	1973	0·13
The Problems of Coloured School Leavers. Report of the Select Committee on Race Relations and Immigration. Vol 1: Report and Proceedings. ISBN 0 10 291869 4.	*HMSO*	1969	0·37½
The Problems of Coloured School Leavers. Cmnd 4268. ISBN 0 10 142680 1.	*HMSO*	1970	0·10
Race Relations Research. A report to the Home Secretary by the Advisory Committee on Race Relations. ISBN 0 11 340751 3.	*HMSO*	1975	0·75
Racial Discrimination. Cmnd 6234. ISBN 0 10 162340 2.	*HMSO*	1975	0·50

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Racial Discrimination: A Guide to the Race Relations Act 1976. *Home Office*	1977	Free
ROSE, E. J. B. *and* ASSOCIATES. Colour and Citizenship. A report on British Race Relations. ISBN 0 19 218180 7. *OUP for IRR*	1969	4·50
RUNNYMEDE TRUST:		
ADENEY, MARTIN. Community Action: Four Examples. *Runnymede Trust*	1971	0·25
EVANS, P. Attitudes of Young Immigrants. *Runnymede Trust*	1971	0·25
JENKINS, SIMON. Here to Live—a study of race relations in an English Town. *Runnymede Trust*	1971	0·25
METH, MONTY. Here to Stay: a study of good practices in the employment of coloured workers. *Runnymede Trust*	1969	0·25
—— Brothers to all Men? (Trade Unions and Race Relations.) *Runnymede Trust*	1972	0·40
STEWART, MARGARET. A Stitch in Time: an employer's guide to equal opportunity in a multi-racial workforce. *Runnymede Trust*	1973	0·25
Ethnic Minorities in Society. *Runnymede Trust and Community and Race Relations Unit of the British Council of Churches*	1976	0·40
THE SCHOOLS COUNCIL. Multi-racial Education: Need and Innovation. Working Paper No 50. By H. G. R. Townsend and E. M. Brittan. *Evans/Methuen Educational*	1973	0·95
SMITH, DAVID J. Racial Disadvantage in Employment. *PEP*	1974	2·20
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—— Racial Disadvantage in Britain. The PEP Report. ISBN 0 14 021979 X. *Penguin*	1977	1·25
SMITH, DAVID J. *and* WHALLEY, ANNE. Racial Minorities and Public Housing. ISBN 0 853 74142 5. *PEP*	1975	3·00
TAYLOR, F. Race, School and Community. ISBN 0 85633 033 7. *National Foundation for Educational Research*	1974	2·50
UGANDA RESETTLEMENT BOARD. Final Report. Cmnd 5594. ISBN 0 10 155940 2. *HMSO*	1974	0·20
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WORKERS' EDUCATIONAL ASSOCIATION. Trade Unions and Immigrant Workers: notes on industrial relations. Prepared by Runnymede Trust. *WEA*	1974	0·18